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Board of Parole

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June 13th, 1986

The Honourable Brian R. D. Smith, Q. C.
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SIR:

I have the honour of submitting the Annual Report of the British Columbia Board of Parole for the fiscal year ended March 31st, 1986.

Yours respectfully,

John Konrad
Chairman

JK:ss

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1. INTRODUCTION

Last year's report focused on the developments of the Board in its first five years of operation under its mandate pursuant to the Parole Act (Canada).

Over the past year, the Board has attempted to look forward, focusing its attention on re-affirming what works well, bringing renewal in areas of ineffectiveness, and being prepared to anticipate future developments impacting on parole.

For this purpose, the Board has launched a process of identifying a new statement of management priorities which will guide the developmental work of the Board over the next several years. Significant aspects of this work have already begun with good effect.

Increasingly, the Board finds itself operating in an ever expanding area, especially as it relates to the ongoing reformulation of criminal justice and correctional philosophy and principles. The unique make-up of this Board, combining the professional and community interests, places us in a strategic position to contribute to these developments.

The program activities of the Board continue to operate with effectiveness and efficiency, thanks to the committment and dedication of all Board Members and the tireless efforts of the administrative staff in the Board Office.

2. BOARD MEMBERSHIP AND STAFF

Terminations and Appointments

Based on the tenure policy of the Board, the full terms of six Members expired on April 1st, 1985. In addition, the appointment of Mr. Robert Thompson of Fort Langley was not continued (at his request) as he had received a one year appointment as a part-time Member of the National Parole Board.

The appointment of seven new Members for April, 1985 occurred on schedule, allowing for their proper orientation in conjunction with the spring general membership meeting held each May. This process of orientation is critical for the proper functioning of the new Members.

A list of this year's Members is contained in Appendix A.

Recruitment of Candidates for Membership

Throughout the winter months, the Chairman was involved in the assessment and evaluation of candidates for appointments in April 1986. The recruitment was focused in the following regions and communities throughout the Province:

Northern Region	-	Vanderhoof/Fraser Lake
Interior Region	-	Merritt and Chase
Fraser Region	-	Abbotsford, Langley and Delta
Vancouver Region	-	North/West Vancouver
Vancouver Island Region	-	Victoria

It became apparent during the course of recruitment and assessment of candidates that greater attention needed to be given to the male/female ratio of Board Membership. This year the ratio of male to female members was 13 to 10 respectively. However, all eight members whose terms expire on April 1st, 1986 are male. Given the preponderance of male inmates, it is felt advisable to keep the ratio of male/female Members balanced.

Membership Meetings

Two regularly scheduled membership meetings were conducted (May and November, 1985) for the purpose of providing ongoing professional development to the Members. The workshops and seminars covered the following areas:

Subject	Resource Persons
• Parole Decision Making (Role play)	Board Members and Corrections Branch Staff
• Effectiveness of Parole	Parolee and a Revoked Parolee
• Survey of Board Research Projects	Simon Fraser University Students
• Post Suspension	Board Office Staff
• Personal Dynamics of Decision Making	Personnel Consultant (B. C. Telephone Co.)
• Parole Options for Sex Offenders	Clinical Psychologists Ministry Policy Analyst
• Orientation to Disclosure of Information	Board Office Staff

Activities of Ex-Members

A reunion of ex-Members was organized in the Fall of 1985 by several former Members. It is gratifying to see the continued interest expressed and to learn of activities which ex-Members are pursuing as a direct result of their involvement in the Board. These include membership on a Citizens Advisory Committee to a prison administrator and membership on a local Family Court Committee. Ex-Members are kept informed on the Board's work by periodic circulation of relevant materials (articles, pamphlets, special events). In addition, the Chairman meets periodically with former Members for the purpose of consultation on current issues.

Board Office Staff

As reported in last year's report, the workload carried by staff is excessive. While the complement of staff remained at five over the past six years, the Board decision making workload has increased by 70%. The administrative services provided by the staff are critical to a quality program. The need for additional staff support must be addressed.

As a means of enhancing the working relationships of our staff with related agencies and other components of the administration of justice, two specific initiatives were undertaken. One was a tour of four correctional centres in the lower mainland area (Lower Mainland Regional Correctional Centre, Twin Maples Correctional Centre, Alouette River Correctional Centre and the Maple Ridge Sentence Management Unit); the second was hosting an open house at the Board office which was relocated to new premises in March, 1986.

3. NEW DEVELOPMENTS

Program Activities

A number of activities were undertaken by the Board Office that were intended to enhance our program functioning and as well to contribute to more effective coordination of program activities within the framework of the criminal justice system.

Following are some of the highlights:

- An audio visual tape cassette was produced with primary assistance from Government Information Services and the Justice Institute of British Columbia. This tape, entitled, "The Odds are in your Favor", was produced for the purpose of assisting inmates in making a parole application and preparing for their appearance at the Board's parole hearing. It was designed to supplement the written material provided to inmates on the parole process. The effectiveness of this type of communication will be field tested in selected correctional centres, and if proven worthwhile, will be placed in all provincial correctional centres. As most of the contributors volunteered their time, the cost of producing the tape was minimal.

- Professional staff are now regularly included in the recruit training program of the Police Academy at the Justice Institute of British Columbia. This involvement will enhance the understanding of parole and facilitate more effective execution by police officers of warrants issued by the Board of Parole.

- The Chairman has been invited to sit as a Member of the Advisory Committee to the Criminal Justice Program at Fraser Valley College headquartered in Abbotsford. This contact provides many opportunities through which each agency's programs can be enhanced.

- Through a task force project involving both Staff and Members, the Board was able to submit a response to the Correctional Law Review "Provincial Consultation Paper" issued in July, 1985. Highlights of the "position" taken by the Board in its response included the following:

  "The objectives of corrections should include mediation and public participation.

  The principles of corrections, while safeguarding offender rights, should similarly identify the issue of offender responsibility.

  The purpose of corrections should include, in addition to those proposed, reference to crime prevention, victim needs and recognition of the pre-court and pre-sentence objectives.

The accountability of the Bench should be enhanced by requiring reasons for sentence.

The constitutional division of correctional responsibilities should be eliminated.

Early release options available to all inmates (federal and provincial) must be organized in a way as to avoid confusion, duplication and competition in the eyes of the inmate, justice personnel and the public.

Mandatory release should be abolished.

Criteria for Board Membership should be explicitly stated.

The appointment process for Board Members must become objectified.

The "adversarial aspects" of due process must not be allowed to encroach on the hearing model of administrative tribunals.

International transfer of inmates should take precedence over parole by deportation."

- The Chairman and Executive Director met in November 1985 with Members of the Task Force on Justice (Corrections) initiated by Deputy Prime Minister Erik Neilsen. The Task Force report was recently tabled in the House of Commons and its contents indicate that the suggestions made by the Board were seriously considered.

- The Executive Director made a significant contribution to the proceedings of the Canadian Congress on Corrections held in July 1985. This bi-annual congress is sponsored by the Canadian Criminal Justice Association, of which he was a Board Member for several years. The Chairman participated in a panel workshop on "The Future of Parole in Canada" at this same event.

- The Parole Analyst continues to represent the Board on various inter-government and community based consultation committees. The Regional Consultation Committee meets bi-monthly to share information, discuss new programs in community corrections and review legislative measures affecting community corrections. The Board's concerns in these areas are shared through his involvement. In addition, the Parole Analyst has taken an active role in the Canadian Training Institute, which provides training initiatives, resources, technical assistance and research in the private and public sector across Canada. His appointment to the Board and work as Chairman of both the provincial and federal Boards of Directors serves to improve the quality of service to parolees and other persons in need.

Policy Initiatives

During the course of this year, the Board's Policy Executive met on four occasions, finalizing policy decisions on the following items:

Parole and Temporary Absence

Last year's report made reference to bilateral negotiations between the Board and the Corrections Branch to find a policy solution to the duplication and overlap between parole and temporary absence. These negotiations were successfully concluded in the Summer of 1985 with an agreement comprised of the following elements:

1. The Board will continue to accept parole applications from any inmates in provincial correctional centres regardless of sentence length.

2. A general day parole program will not be implemented by the Board except for the purpose of addressing program inequities (see Day Parole below).

3. Temporary absences for more than 15 consecutive days will not be granted by the Branch, except for:

   a) emergency medical absences;

   b) non-emergency medical absences for medical, dental, psychiatric or psychological treatment (including treatment/counselling for alcoholism/drug abuse) in medical treatment facilities such as hospitals or clinics;

   c) non-emergency medical absences for treatment/counselling for alcoholism/drug abuse in non-medical treatment facilities such as Community Based Residential Centres for inmates serving sentences of 90 days or less;

   d) long-term employment absences for the purpose of placing inmates in co-operative inmate work programs covered by an agreement or contract between the Branch and another government ministry, Crown corporation, or other person(s) - i.e: Kokanee Creek Park Camp and Silver Stream Community Based Residential Centre;

   e) long-term education or employment absences for the purpose of placing inmates in the Surrey and Activators Community Based Residential Centres;

   f) female inmates serving sentences of 90 days or less.

Day Parole

With the above agreement on temporary absence and parole in place, the Board was able to turn its attention to other problems of inequity, namely those effecting primarily the female inmate population. Through further consultation with the Corrections Branch and the Community Based Residential Association of B. C., a policy on day parole was adopted which, while not restricted totally to female inmates, addresses primarily their needs.

The policy provides for day parole to permit gradual re-entry to the community prior to full parole eligibility for selected inmates who would otherwise be unable to access community resources through the Temporary Absence Program administered by the B. C. Corrections Branch because of a lack of, or unequal geographical distribution of community correctional centres throughout the Province. Residence in a Community Based Residential Centre will be a condition of day parole, which can be authorized only during that period of time between one sixth and one third of the prison sentence.

The policy eliminates the inequities in program opportunities that existed between male and female inmates in provincial correctional centres and those that existed between female inmates in provincial correctional centres whether they were serving "provincial" or "federal" time. The policy is scheduled for implementation June 1986.

Disclosure of Information

In May 1985, a six month project on disclosure of information used by the Board in reviewing parole applications was completed. The project tested two models of disclosure which varied with respect to the time, method and agent of disclosure.

The policy subsequently adopted by the Board requires that all information before the Board (with the exception of classes of information identified as confidential, based on the principles of the federal Privacy Act), be disclosed in advance of the hearing, by allowing the inmate to peruse the documentation. The disclosure is administered by Corrections Branch Staff under the Administrative Agreement between the Board of Parole and the Corrections Branch.

The policy was implemented effective January 1986 following orientation workshops for Board Members and those staff of the Corrections Branch involved in this process.

Prison Sentences in Default of Non-Payment of Fines

As a result of some applications for parole from inmates serving prison sentences in default of non-payment of fines, the Policy Executive undertook a study to determine whether policy was needed to deal with these applications. Following legal research and a survey of the experience of other Parole Boards in Canada, it was decided these applications should be dealt with on their individual merit as any parole application. To assist the Members, however, the Chairman issued "guidelines" identifying the special factors to be taken into account in cases of this nature.

Child Sexual Abuse

At a workshop for Board Members on "parole options for sexual offenders", the Board learned of a policy on child sexual abuse recently issued by the Ministry of the Attorney General. The Policy Executive conducted a study of those provisions relating to parole, and while generally in support of the policy, authorized the Chairman to communicate several concerns to the Deputy Attorney General. The concerns focused on general principles, such as discretionary decision making and the appropriate division of authority and responsibility between various components of the criminal justice system.

Legislation

The Board continues to operate with deficient provincial legislation. Policy development is therefore guided essentially by case law, the Charter of Rights and Freedoms and other similar legislation.

Management Priorities

As indicated in the introduction, the Board is focusing its attention on future developments, and to aid in this, has embarked on a process of identifying a new statment of management priorities.

The process includes the following steps:

- establishing a framework for effective planning,
- identification of priorities in the areas of operations, policy and organizational development,
- consultation with Board Members, Staff and related agencies,
- formulation of a workplan for each priority to include research, design, implmentation, and evaluation.

The first two steps of the process have been completed and the third and fourth are scheduled for completion in 1986.

4. PROGRAM INFORMATION

Board Reviews and Member Workload

The workload of the Board rose this year by 5.2 percent from 1680 to an all time high of 1766 hearing decisions. These were made in 350 hearing days, an increase of 4.8 percent over the previous year's 334. The scheduling target of an average of 5 reviews per day has been retained for the entire year.

The number of hearings that each Member attends has remained constant at an average of 2.4 hearing days per month or a total of 29 hearing days for the year. Table I provides the number of hearing days in each Region by month.

Board Decisions

Tables II to VI record the number and type of decisions rendered by the Board for each Region, with a provincial summary in Table VII.

The increased reviews occurred primarily in the Interior and Northern Regions (21% and 34% respectively). The latter reflects primarily a higher rate of parole applications by inmates at the Terrace Community Correctional Centre following the changes made to the Corrections Branch Temporary Absence program referred to earlier.

The major decrease in reviews occurred in the Vancouver Island Region, from 231 to 203, or 12%.

The significant variations in type of decisions are as follows:

Fraser Region	-	8.6% decrease in grant rate 8.8% increase in denial rate
Vancouver Region	-	5.2% increase in denial rate
Vancouver Island Region	-	8.8% decrease in grant rate 11.9% increase in denial rate

The provincial grant rate, as a percentage of all decisions, decreased by 4.2% while the denial rate increased by 6.3%.

The provincial grant rate, when all interim decisions are eliminated fell by 6.6% from 63.5% to 56.9%.

Parole Supervision

The number on parole dropped slightly from 384 at the beginning of the year to 370 at the end, a 3.6% decrease. The monthly total ranged from a high of 433 in March 1985 to a low of 344 in January 1986. The average number on parole each month was 377, a 5.8% decrease from last year's 400.

DESTINATION	1984/85		1985/86 *
Interior Region	102	11.8%	15.2%
Northern Region	133	13.4%	20.5%
Fraser Region	279	32.4%	27.4%
Vancouver Region	184	21.3%	18.7%
Vancouver Island Region	126	14.6%	11.6%
Out-of-Province	39	4.5%	6.6%
TOTAL	863	100%	100%

The inmates paroled this year were incarcerated for the following offences:

TYPES OF OFFENCES	1984/85		1985/86 *
Property	539	46.4%	37.4%
Motor Vehicle	260	22.4%	27.4%
Drug	69	5.9%	9.2%
Violent	102	8.8%	11.2%
Sexual	81	7.0%	7.2%
Other	111	9.5%	7.6%
TOTAL	1162	100%	100%

* Based on a sample of 416 cases.

Suspensions and Revocations

The number of suspensions rose again over last year, from 206 to 212, a 2.9% increase. The percentage of suspensions leading to revocation was 76% which was a 6% increase over last year.

The number of revocations each month as a percentage of the number on parole each month is 3.5% an increase over last year which was 2.7%.

If the total number of revocations are taken as a percentage of all inmates on parole throughout the year, the rate of revocation (recidivism) is 13.1%, an increase of 1.8% over last year. Table X shows the breakdown of suspensions and their final disposition by month.

Transfers to and from other Jurisdictions

The number of transfers to other jurisdictions increased from 39 last year to 57 this year, an increase of 46.2%. The number transferred in, on the other hand, remained constant. All of these were from Ontario, whereas the number transferred to Ontario doubled from 8 last year to 15 this year.

	National Parole Board[1]	Ontario	Quebec	Outside Canada[2]	Total
To:	39	15	-	3	57
From:	-	11	-	-	11

1 Alberta (28); Saskatchewan (3); Manitoba (3); Yukon (2); Maritime (3)
2 Deported to England (1); Deported to U.S.A. (2)

5. RESEARCH AND PROGRAM EVALUATION

The Board's work in this area has been grossly deficient owing to the excessive operational workload limiting staff time and resources available for research and program evaluation.

Termination Reports

As a result of a management initiative in cooperation with the Commissioner of Corrections, the rate of termination reports submitted to the Board by parole supervisors has increased substantially.

A random sample of 310 reports was analyzed, covering the period January 1985 to February 1986. The statistical information from this analysis is contained in Appendix D. Highlights of the analysis are as follows:

- The rate of completions and revocations between caucasians and natives varies by ten percentage points.
- The percentage rate of completions for married persons is almost eight times that of singles, while the revocation rate for singles is almost double that of marrieds.
- Stability of residence appears to effect somewhat the rate of completions.
- Employment similarly resulted in a higher rate of completions.
- The majority of inmates on parole who were employed worked as laborers.
- Most working parolees successfully completing parole earned less than $1,500 per month, while most working parolees whose parole was revoked earned less than $500 per month.
- Of those successfully completing parole, only one in ten required a warning or were identified as being uncooperative in some respect.
- Where new offences were committed while on parole, roughly half were property related.
- Alcohol and/or drug treatment was undertaken by 30% of those who successfully completed parole and by 46% of those whose parole was revoked.
- Some form of reparation including payment of fines was indicated in 10% of those who successfully completed parole.

Criminology Student Placements

The Board continues to attract Criminology Students from Simon Fraser University to complete their "field practicum" in our office. The work done by students is often related to policy development or program evaluation, and hence is of considerable benefit to the Board. This past year, only one student participated in this program. A study was made comparing the systems of conditional release between adult and juvenile offenders, particularly in light of the new provisions of the Young Offenders Act implemented in 1985.

6. CANADIAN ASSOCIATION OF PAROLING AUTHORITIES

The Association, of which our Board is a member, met three times in the past year, namely in May 1985 (Victoria), November 1985 (Ottawa), and March 1986 (Quebec City).

Following are the major issues to which the Association gave its attention.

Canadian Sentencing Commission

A formal submission was made to the Canadian Sentencing Commission scheduled to complete its work in 1986. The work of this Commission is seen to be of critical importance to the entire administration of justice. The Association's submission, dealing essentially with issues of principle and beliefs, is contained in its entirety as Appendix E of this report.

Correctional Law Review

A second submission was made to this project, focused on the issues raised in the "Provincial Consultation Paper" released in July 1985. The Association will continue its involvement in this review, providing more specific response when the "research papers" are released in 1986.

Legislative Reform

The Association has kept a watching brief on legislative reforms now before the Canadian Parliament in Bills C67 and C68. Specific recommendations related to expanding the criteria for "parole by exception", and concerns related to mandatory supervision and the proposed authority of the National Parole Board to prevent the release of dangerous offenders by means of "detention hearings" were made.

Liaison with Other Associations

This year, the Association was somewhat more active in liaising with other associations. A joint meeting was held with the "Heads of Corrections" to discuss common issues.

Also, a number of the Chairpersons of Parole Boards in Canada have become active in the Association of Paroling Authorities International, which hosted its first international symposium on parole in Austin, Texas. While the Chairman of the B. C. Board of Parole did not attend this symposium, he has been appointed as a member of that Association's "International Development Committee".

7. SUMMARY AND CONCLUSIONS

The program statistics indicate a somewhat more cautious decision making attitude on the part of the Board, both in the ratio of grants to denials in the initial parole review, as well as in the rate of suspensions and revocations. The rates of change, however, are relatively minor and unlikely to have significance if subjected to statistical analysis.

While the decision making workload is well within the capabilities of a community based membership, the administrative workload continues to increase, taxing the staff complement and financial resources available to the Board. Additional manpower will have to be allocated in order to maintain quality support services and enable the Board to be properly accountable for its work. Few programatic changes can be contemplated without the benefit of research and evaluation, which the existing complement of staff are unable to pursue adequately at present.

The next several years will undoubtedly require the Board to re-examine some of its fundamental premises. This re-evaluation will take place in a national context and will include careful scrutiny of the jurisdictional split in correctional programming between the federal and provincial authorities.

The Board is in a strategic position to contribute to this national development, and through the vehicle of a revised statement in management priorities, will continue to address current issues in a pro-active and constructive manner.

APPENDIX A

BOARD MEMBERSHIP 1985/86

INTERIOR REGION

	Angus Currie	Businessman	Kamloops
	John Dormer	Public Affairs Representative	Kamloops
+	Marvin Persson	Mill Manager (retired)	Salmon Arm

NORTHERN REGION

+	Mary Hansen	Teacher/Homemaker	Prince George
	Anton Magnuson	Mill Manager (retired)	Quesnel
*	William Young	Social Worker/Minister (retired)	Terrace

FRASER REGION

	Jack Ferguson	College Instructor	Surrey
+	David Ferrel	Realtor	Abbotsford
	Fred Reynolds	Businessman	Delta
	Margaret Gregory	Salesperson	White Rock
+	Margaret Vandenberg	Advertising/Sales	Coquitlam
*	Katherine Marshall	Legal Information Counsellor	Maple Ridge
*	Magdalene Isaak	Homemaker	Chilliwack
*	Sheila Veitch	Civic Official	Burnaby

VANCOUVER REGION

	Stanley Dzuba	Engineer	North Vancouver
+	Jane Frost	Homemaker	Vancouver
	Pamela Glass	Public Relations Director	Vancouver
*	Virginia Giles	Homemaker	Vancouver
*	Alex Hankin	Businessman	Richmond

VANCOUVER ISLAND REGION

	Donald Hammond	Lumber Executive (retired)	Cowichan Bay
	Helen Perodeau	Homemaker	Sidney
+	George Reed	Law Enforcement (retired)	Victoria
*	Lloyd Sproule	Lawyer	Nanaimo

* New appointments effective April 1985.

\+ Members of the Policy Executive 1985/86

APPENDIX B

CRITERIA FOR MEMBERSHIP

The Philosophy of the B. C. Board of Parole is based on a commitment to citizen participation in decision making in matters affecting the community. Consequently, all Members of the Board excluding the Chairman, are community members recommended for appointment on the basis of the following criteria:

The Nature of Community Involvement

There will be a strong emphasis on selecting candidates who have demonstrated through their activities and participation, a true sense of responsibility and interest in community affiars and concerns.

Personal Qualifications

Candidates will require a level of abilities, experience and objectivity consistent with the independent decision making role of the Board of Parole within the framework of the justice system. They will also have an understanding and appreciation of the serious impact of their decisions both on the individuals concerned and on the community at large. In the interests of maintaining the independence and integrity of the Board, candidates may be required to undergo a routine security check and furnish references upon request.

Level of Understanding of the Justice Process

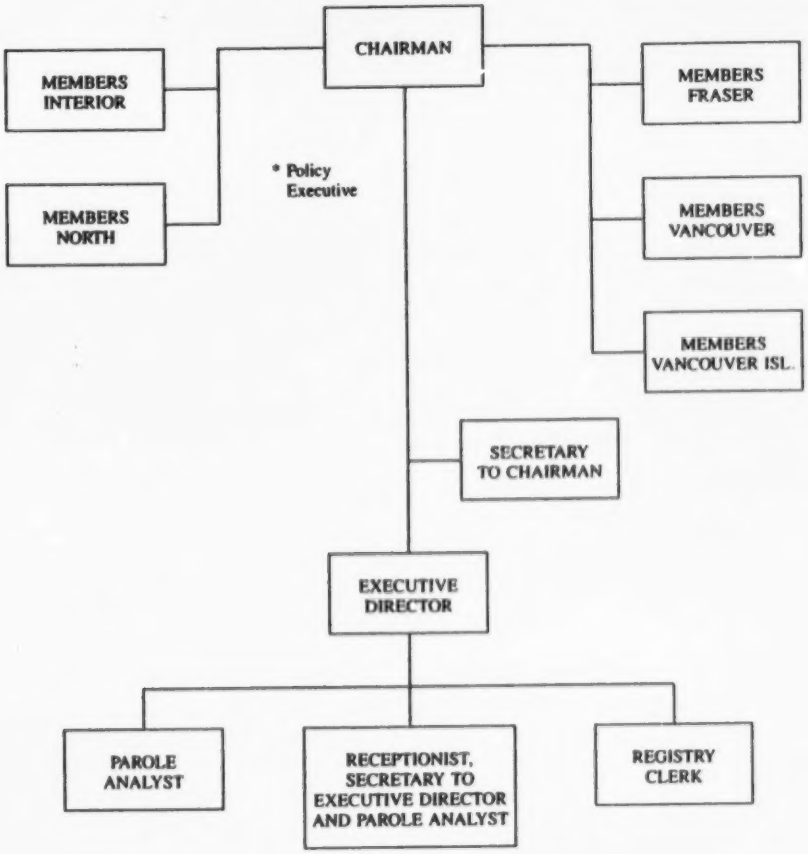
A general knowledge of the justice process and its component parts may be a significant criteria for Board membership. However, as opportunities will be provided for the orientation and ongoing development of all Board members, this knowledge requirement may be supplanted by an active interest in learning about the justice process and system.

Community Representation

To be consistent with the principles underlying the development of community membership, candidates should be seen by the community to represent broad areas of endeavour and achievement in the community, both with respect to community activity and participation and in terms of role, career or profession. The overriding consideration in this sense would be one of broad credibility within the community as opposed to the more limited representation of specific interest groups within the community.

APPENDIX C

ORGANIZATION CHART — B.C. BOARD OF PAROLE



NOTE—The B.C. Board of Parole operates as an independent agency in a quasi judicial function. The support services required are provided through the offices of the Assistant Deputy Minister, Support and Administration, Ministry of Attorney General (e.g., Personnel, Finance, Facilities Management).

A liaison with the Ministry's Executive Committee for administrative purposes is provided by the Commissioner of Corrections who is a member of that Committee.

* POLICY EXECUTIVE: — Chairman
— Executive Director
— Two members Fraser Region
— One member of each other Region

Staff Incumbents:

Executive Director:	Michael Redding
Secretary to Chairman:	Sharon Scott
Registry Clerk:	Joyce Hall
Parole Analyst:	Roy Dungey
Receptionist/Office Assistant:	Judy Allen

APPENDIX D

TERMINATION REPORTS

SAMPLE:

Completions	257	(82.9%)
Revocations	45	(14.5%
Transfers	8	(2.6%)

		Completions		Revocations	
		No.	%	No.	%
Personal Info					
a) Sex					
	M	255	(96.2)	41	(91.1)
	F	10	(3.8)	4	(8.9)
b) Racial Origin					
	Caucasian	225	(84.9)	34	(73.9)
	Native Indian	27	(10.2)	10	(21.7)
	Other	13	(4.9)	2	(4.4)
c) Marital Status					
	Married	85	(32.1)	2	(4.4)
	Single	110	(41.5)	33	(73.3)
	Other	70	(26.4)	10	(22.3)
d) Educational Level					
	Elementary	31	(11.7)	11	(24.4)
	Secondary	182	(68.7)	34	(75.6)
	Post Secondary	22	(8.3)	0	
	N/A	30	(11.3)		
	Less than 8	17	(6.4)	5	(11.1)
	8 - 10	101	(38.1)	19	(42.2)
	11 - 12	66	(24.9)	9	(20.0)
	Over 12	13	(4.9)	0	(0)
	N/A	68	(25.7)	12	(26.7)
e) Medical History					
	No problems	212	(80.0)	33	(70.2)
	Physical	34	(12.8)	7	(14.9)
	Emotional	19	(7.2)	7	(14.9)

Community Support		Completions No.	%	Revocations No.	%
a) Residence					
	Permanent	165	(62.3)	21	(46.7)
	Moved Once	67	(25.3)	14	(31.1)
	Moved More	33	(12.4)	10	(22.2)
Type					
	Single Family	184	(69.4)	17	(37.8)
	Shared	71	(26.8)	18	(40.0)
	CBRC	4	(1.5)	8	(17.8)
	N/A	6	(2.3)	2	(4.4)
b) Employment Upon Release					
	Job training / life skill	7	(2.6)	4	(8.7)
	Educational Prog.	19	(7.0)	4	(8.7)
	Employed	143	(53.0)	16	(34.8)
	Unemployed	101	(37.4)	22	(47.8)
Was Employed					
	0 - 25%	102	(38.5)	27	(60.0)
	25 - 75%	80	(30.2)	13	(28.9)
	100%	77	(29.1)	2	(4.4)
	N/A	6	(2.2)	3	(6.7)
Type of Employment					
	Labourer	168	(63.4)	22	(48.9)
	Professional	17	(6.4)	0	(0)
	Other	59	(22.3)	6	(13.3)
	N/A	21	(7.9)	17	(37.8)
Wages earned/month					
	500.00 or less	101	(38.1)	31	(68.9)
	500.00 to 1500.00	104	(39.3)	9	(20.0)
	Over 1500.00	51	(19.2)	0	(0)
	N/A	9	(3.4)	5	(11.1)

TERMINATION REPORTS
Page 3

Parole Supervision		Completions No.	%	Revocations No.	%
a) Response to Supervisor					
	Cooperative	235	(88.7)	12	(26.7)
	Required warning	25	(9.4)	15	(33.3)
	Uncooperative	3	(1.1)	17	(37.8)
	N/A	2	(0.8)	1	(2.2)
b) Critical Incidents					
	Nature of Violation				
	None	226	(85.3)		
	Minor Violation	20	(7.5)		
	Violation reported	17	(6.4)	45	(100)
	N/A	2			
	Incident Involved				
	Violation - Conditions / Agreements	14	(58.3)	19	(42.2)
	New Offence	10	(41.7)	16	(35.5)
	Other	0		0	
	Both 1 & 2	3		10	(22.3)
	Offence Involved				
	Violence	3	(30.0)	3	(11.5)
	Property	5	(50.0)	12	(46.2)
	Other	2	(20.0)	11	(42.3)
c) Treatment on parole					
	None	141	(53.2)	19	(41.3)
	Drug/Alcohol	80	(30.2)	21	(45.7)
	Emotional/Psych.	26	(9.8)	3	(6.5)
	Medical	18	(6.8)	3	(6.5)
d) Restitution/Fines					
	C.S.O.	5	(200 h)		
	Fine (0 - 500.00)	10	(1025.00)		
	Fine (Over 500.00)	6	(8210.00)		
	Reparation	9	(6400.00)		
e) Family Responsibilities					
	Supported Family				
	As sole support	69	(26.0)	3	(6.5)
	As part support	42	(15.9)	4	(8.9)
	Not at all	34	(12.8)	10	(22.3)
	N/A	120	(45.3)	28	(62.3)

APPENDIX E

SUBMISSION TO THE CANADIAN SENTENCING COMMISSION

FROM THE CANADIAN ASSOCIATION OF PAROLING AUTHORITIES

The Canadian criminal justice system has long recognized the need for a mechanism to provide for the release of selected prisoners into the community prior to the expiration of their sentence.

In large part this decision making process has been the responsibility of Boards of Parole. The Ontario Board of Parole, for instance, has been performing such a function for close to seventy five years.

Over the years the nature of parole has changed. Members of the Canadian Association of Paroling Authorities, however, believe that the need for parole or a similar mechanism to permit the early release of selected offenders has not.

Modern paroling authorities in Canada have a distinct philosophy and a clear orientation. The philosophy of paroling authorities is reflected in an August, 1984 document prepared by the Canadian Association of Paroling Authorities after three years of discussion and deliberation. This statement appears to be consistent with the principles enunciated in The Criminal Law in Canadian Society.

The orientation of parole in Canada is community based. The vast majority of parole board members in Canada are private citizens representing the interests of their community. Parole in Canada has largely become a means by which citizens from the community assess the progress of individual offenders and determine to the best limits of human judgement whether or not such offenders can be safely returned to that community subject to conditions and monitoring. In this respect, parole in Canada is one of the few windows of the community into the criminal justice system.

In this context, the Canadian Association of Paroling Authorities believe:

1. That there is a need in Canada for a paroling or releasing mechanism.

2. That it is not the role or function of a Board to impose penalties or deal with the issue of disparity of sentencing.

3. That the administration of justice is designed, in the final analysis, to protect members of the community and thus the community should, wherever possible, participate in this process. It is noted that apart from the jury system, parole decision-making is one of the few places where such genuine participation takes place. Not only should these opportunities for community participation be retained, but ways of expanding this participation should be sought.

4. That the determination as to whether or not a particular prisoner should be released is a decision that should most appropriately be founded in a community based paroling or releasing mechanism - rather than the courts, and be independent of the administration of prisons.

5. That courts in Canada already have a sufficient and important role in ensuring that any paroling system meets the requirement of common law principles of fairness and the Charter of Rights.

6. That the exercise of discretion and human judgement is an important and necessary aspect of the sentencing and paroling process.

7. That there are legitimate and serious concerns about the exercise of restrictive sentencing guidelines. Such models tend to seek equality in terms of sentence length rather than the more complex considerations of fairness based on the particular merits of individual cases, and jurisdictions employing rigid actuarial methods are discovering dysfunctional secondary results that defeat the very goals of equality for which they were designed.

8. That there is a need for common principles to be taken into account throughout the whole criminal justice system which bring a reasonable degree of consistency while adequately recognizing the individual circumstance of each offender and the concerns of the community of which that offender is a member.

9. That each province should have the option of establishing its own board of parole or releasing authority so as to reflect local community concerns and needs.

10. That there should be increased cooperation and communication between the various components of the criminal justice system, particularly through the sharing of information to ensure consistency.

11. That the principle of discretion should continue to be applied in every component of the administration of justice, including the rewarding of good behaviour by prison directors. The use of earned remission as a method of rewarding good behaviour should, however, be subject to review and evaluation. This review should most appropriately be conducted within the larger context of the Correctional Law Review.

12. That the problem of the dangerous offender is inadequately dealt with throughout the criminal justice system and that mandatory supervision, whatever its other merits, is merely a short term mechanism by which to deal with this problem. Even proposed changes to mandatory supervision can only be viewed as a stop gap measure. Solutions to the problem of the dangerous offender will need to be found in the broad context of criminal and social policy review.

TABLE I

Number of Board Hearings by Region by Month
Fiscal Year 1985/86 (1984/85)

Month	Interior	Northern	Fraser	Vancouver	Vancouver Island	Total
April	5 (2)	3 (1½)	14 (14)	6 (5)	2 (5)	30 (27½)
May	3 (2)	5½ (3)	14½ (15)	7 (5)	3½ (3)	33½ (28)
June	3 (4)	5½ (3)	12 (13)	5 (5)	5 (4)	30½ (29)
July	2 (2)	3 (5)	13½ (11)	6 (6)	5 (5)	29½ (29)
August	4 (3)	5 (2)	11 (12½)	4 (6)	4 (5)	28 (28½)
September	2 (5)	3 (5)	11 (15)	7 (4)	3 (4)	26 (33)
October	4 (2)	3 (4)	10½ (9)	4 (6)	3½ (2)	25 (23)
November	3 (3½)	6½ (3)	14½ (11½)	6½ (5)	2½ (4)	33 (27)
December	4 (3)	3½ (4½)	12 (12½)	6 (7)	4½ (4)	30 (31)
January	3 (3)	3 (3½)	13 (9)	6 (5)	2 (3)	27 (23½)
February	2 (2)	5 (2½)	12 (13)	3 (5)	3 (2½)	25 (25)
March	4 (3)	7 (3)	10 (13)	8 (6)	3 (4)	32 (29)
Total	39 (34½)	53 (40)	148 (148½)	68½ (65)	41 (45½)	349½ (333½)
Percentage of Total	11.2 (10.4)	15.2 (12.0)	42.3 (44.5)	19.6 (19.5)	11.7 (13.6)	

TABLE II

Number and Type of Decisions by Month — Interior Region
Fiscal Year 1985/86 (1984/85)

Month	Grant	Deny	Defer	Revoke	Other	Total	Grant Rate
April	14 (5)	8 (3)	0 (2)	1 (1)	1 (0)	24 (11)	63.6% (62.5%)
May	7 (4)	5 (5)	0 (0)	1 (2)	1 (0)	14 (11)	58.3% (44.4%)
June	7 (7)	7 (11)	1 (1)	1 (1)	0 (1)	16 (21)	50.0% (38.9%)
July	4 (6)	7 (4)	0 (0)	0 (0)	0 (2)	11 (12)	36.4% (60.0%)
August	6 (6)	13 (8)	1 (1)	2 (0)	1 (0)	23 (15)	31.6% (43.8%)
September	5 (9)	5 (9)	0 (4)	0 (2)	1 (1)	11 (25)	50.0% (50.0%)
October	11 (5)	8 (4)	1 (0)	4 (1)	2 (0)	26 (10)	57.9% (55.5%)
November	5 (5)	10 (10)	1 (1)	1 (1)	0 (1)	17 (18)	33.3% (33.3%)
December	12 (6)	8 (7)	1 (1)	1 (2)	3 (0)	25 (16)	60.0% (46.1%)
January	9 (7)	5 (7)	0 (0)	2 (1)	0 (0)	16 (15)	64.3% (50.0%)
February	5 (5)	4 (5)	1 (0)	0 (0)	0 (0)	10 (10)	55.6% (50.0%)
March	5 (6)	13 (8)	1 (0)	2 (1)	2 (0)	23 (15)	27.8% (42.9%)
Total	90 (71)	93 (81)	7 (10)	15 (12)	11 (5)	216 (179)	49.2% (46.7%)
Percentage of Total	41.7 (39.7)	43.1 (45.2)	3.2 (5.6)	6.9 (6.7)	5.1 (2.8)		

TABLE III

Number and Type of Decisions by Month — Northern Region
Fiscal Year 1985/86 (1984/85)

Month	Grant	Deny	Defer	Revoke	Other	Total	Grant Rate
April	9 (5)	4 (2)	0 (0)	1 (0)	0 (0)	14 (7)	69.2% (71.4%)
May	16 (8)	6 (3)	0 (0)	4 (0)	0 (2)	26 (13)	72.7% (72.7%)
June	15 (12)	10 (1)	0 (0)	4 (1)	1 (1)	30 (15)	60.0% (92.3%)
July	12 (11)	1 (8)	0 (1)	1 (3)	0 (0)	14 (23)	92.3% (57.9%)
August	10 (6)	8 (6)	1 (0)	4 (0)	1 (1)	24 (13)	55.6% (50.0%)
September	5 (8)	7 (10)	1 (0)	1 (4)	0 (1)	14 (23)	41.7% (44.4%)
October	12 (12)	4 (6)	0 (0)	0 (4)	1 (1)	17 (23)	75.0% (66.7%)
November	17 (2)	8 (8)	2 (1)	4 (2)	1 (1)	32 (14)	68.0% (20.0%)
December	9 (11)	6 (8)	2 (1)	1 (3)	1 (2)	19 (25)	60.0% (57.9%)
January	8 (11)	6 (4)	0 (1)	4 (1)	0 (0)	18 (17)	57.1% (73.7%)
February	17 (4)	8 (7)	1 (1)	0 (2)	1 (1)	27 (15)	68.0% (36.4%)
March	16 (10)	17 (3)	1 (0)	1 (1)	0 (0)	35 (14)	48.5% (76.9%)
Total	146 (100)	85 (66)	8 (5)	25 (21)	6 (10)	270 (202)	63.2% (60.2%)
Percentage of Total	54.1 (49.5)	31.5 (32.7)	3.0 (2.5)	9.2 (10.4)	2.2 (4.9)		

TABLE IV

Number and Type of Decisions by Month — Fraser Region
Fiscal Year 1985/86 (1984/85)

Month	Grant	Deny	Defer	Revoke	Other	Total	Grant Rate
April	37 (38)	27 (28)	11 (3)	0 (0)	3 (0)	78 (69)	57.8% (57.6%)
May	46 (56)	19 (17)	5 (2)	0 (2)	0 (0)	70 (77)	70.8% (76.7%)
June	43 (43)	14 (11)	3 (2)	0 (1)	0 (2)	60 (59)	75.4% (79.7%)
July	40 (42)	24 (9)	2 (4)	3 (1)	2 (0)	71 (56)	62.5% (82.3%)
August	28 (43)	31 (17)	2 (1)	3 (0)	0 (0)	64 (61)	47.5% (71.6%)
September	30 (44)	16 (20)	1 (4)	1 (1)	3 (1)	51 (70)	65.2% (68.7%)
October	29 (26)	15 (10)	5 (3)	1 (0)	1 (1)	51 (40)	65.9% (72.7%)
November	39 (40)	21 (12)	2 (7)	4 (8)	1 (2)	67 (69)	65.0% (76.2%)
December	30 (42)	26 (22)	0 (2)	4 (1)	0 (2)	60 (69)	53.6% (65.6%)
January	38 (29)	21 (10)	1 (4)	2 (0)	2 (1)	64 (44)	64.4% (74.3%)
February	30 (51)	21 (10)	0 (4)	1 (0)	4 (3)	56 (68)	58.8% (83.6%)
March	30 (37)	14 (19)	3 (8)	0 (2)	0 (3)	47 (69)	68.2% (66.1%)
Total	420 (491)	249 (185)	35 (44)	19 (16)	16 (15)	739 (751)	62.8% (72.6%)
Percentage of Total	56.8 (65.4)	33.7 (24.6)	4.7 (5.9)	2.6 (2.1)	2.2 (2.0)		

TABLE V

Number and Type of Decisions by Month — Vancouver Region
Fiscal Year 1985/86 (1984/85)

Month	Grant	Deny	Defer	Revoke	Other	Total	Grant Rate
April	12 (6)	8 (5)	1 (3)	5 (7)	1 (3)	27 (24)	60.0% (54.5%)
May	12 (5)	10 (12)	2 (0)	6 (5)	1 (3)	31 (25)	54.6% (29.4%)
June	8 (4)	9 (11)	3 (1)	2 (4)	1 (2)	23 (22)	47.1% (26.6%)
July	7 (10)	9 (9)	0 (4)	13 (5)	1 (6)	30 (34)	43.8% (52.6%)
August	6 (11)	5 (9)	1 (1)	5 (7)	3 (1)	20 (29)	54.6% (57.9%)
September	9 (10)	15 (3)	2 (1)	6 (3)	2 (1)	34 (18)	37.5% (76.2%)
October	5 (9)	9 (8)	0 (3)	5 (3)	1 (2)	20 (25)	35.7% (52.9%)
November	9 (7)	15 (7)	2 (1)	7 (2)	3 (2)	36 (19)	37.5% (50.0%)
December	5 (11)	13 (13)	1 (2)	6 (12)	3 (4)	28 (42)	27.8% (45.8%)
January	6 (7)	13 (5)	0 (3)	11 (9)	1 (3)	31 (27)	31.6% (58.3%)
February	11 (5)	3 (7)	2 (1)	1 (11)	4 (0)	21 (24)	78.6% (41.7%)
March	11 (8)	12 (8)	1 (5)	11 (5)	2 (2)	37 (28)	47.8% (50.0%)
Total	101 (93)	121 (97)	15 (25)	78 (73)	23 (29)	338 (317)	45.5% (48.9%)
Percentage of Total	29.9 (29.3)	35.8 (30.6)	4.4 (7.9)	23.1 (23.0)	6.8 (9.2)		

TABLE VI

Number and Type of Decisions by Month — Vancouver Island Region
Fiscal Year 1985/86 (1984/85)

Month	Grant	Deny	Defer	Revoke	Other	Total	Grant Rate
April	2 (10)	3 (10)	3 (1)	2 (1)	0 (0)	10 (22)	40.0% (50.0%)
May	8 (6)	7 (5)	0 (1)	1 (1)	1 (0)	17 (13)	53.3% (54.5%)
June	10 (14)	12 (6)	2 (2)	2 (3)	1 (0)	27 (25)	45.5% (70.0%)
July	8 (12)	14 (9)	0 (5)	4 (3)	2 (0)	28 (29)	36.4% (57.1%)
August	7 (15)	8 (4)	1 (6)	3 (1)	0 (1)	19 (27)	46.7% (78.9%)
September	3 (9)	7 (4)	2 (1)	0 (3)	3 (2)	15 (19)	30.0% (69.2%)
October	5 (5)	9 (2)	0 (1)	3 (1)	0 (1)	17 (10)	35.7% (71.4%)
November	4 (9)	5 (4)	0 (0)	1 (2)	0 (3)	10 (18)	44.4% (69.2%)
December	13 (8)	6 (7)	1 (1)	1 (4)	0 (1)	21 (21)	68.4% (53.3%)
January	6 (5)	1 (4)	2 (1)	0 (3)	1 (0)	10 (13)	85.7% (55.5%)
February	8 (4)	5 (5)	0 (2)	0 (2)	1 (0)	14 (13)	61.5% (44.4%)
March	3 (11)	6 (7)	4 (1)	2 (2)	0 (0)	15 (21)	33.3% (61.1%)
Total	77 (108)	83 (67)	15 (22)	19 (26)	9 (8)	203 (231)	48.1% (61.7%)
Percentage of Total	37.9 (46.7)	40.9 (29.0)	7.4 (9.5)	9.4 (11.2)	4.4 (3.6)		

TABLE VII

Number and Type of Decisions by Month — Provincial Summary
Fiscal Year 1985/86 (1984/85)

Month	Grant	Deny	Defer	Revoke	Other	Total	Grant Rate
April	74 (64)	50 (48)	15 (9)	9 (9)	5 (3)	153 (133)	59.7% (56.1%)
May	89 (79)	47 (42)	7 (3)	12 (10)	3 (5)	158 (139)	65.4% (65.3%)
June	83 (80)	52 (40)	9 (6)	9 (10)	3 (6)	156 (142)	61.5% (66.7%)
July	71 (81)	55 (39)	2 (14)	21 (12)	5 (8)	154 (154)	56.4% (67.5)%
August	57 (81)	65 (44)	6 (9)	17 (8)	5 (3)	150 (145)	46.7% (64.8%)
September	52 (80)	50 (46)	6 (10)	8 (13)	9 (6)	125 (155)	51.0% (63.5%)
October	62 (57)	45 (30)	6 (7)	13 (9)	5 (5)	131 (108)	57.9% (65.5%)
November	74 (63)	59 (41)	7 (10)	17 (15)	5 (9)	162 (138)	55.6% (60.6%)
December	69 (78)	59 (57)	5 (7)	13 (22)	7 (9)	153 (173)	53.9% (57.8%)
January	67 (59)	46 (30)	3 (9)	19 (14)	4 (4)	139 (116)	59.3% (66.3%)
February	71 (69)	41 (34)	4 (8)	2 (15)	10 (4)	128 (130)	63.4% (67.0%)
March	65 (72)	62 (45)	10 (14)	16 (11)	4 (5)	157 (147)	51.2% (61.5%)
Total	834 (863)	631 (496)	80 (106)	156 (148)	65 (67)	1,766 (1,680)	56.9% (63.5%)
Percentage of Total	47.2 (51.4)	35.8 (29.5)	4.5 (6.3)	8.8 (8.8)	3.7 (4.0)		

TABLE VIII

Number and Type of Decisions by Region — Provincial Summary
Fiscal Year 1985/86 (1984/85)

Region	Grant	Deny	Defer	Revoke	Other	Total	Percentage Change Over 1984/85
Interior	90 (71)	93 (81)	7 (10)	15 (12)	11 (5)	216 (179)	+20.7
Northern	146 (100)	85 (66)	8 (5)	25 (21)	6 (10)	270 (202)	+33.7
Fraser	420 (491)	249 (185)	35 (44)	19 (16)	16 (15)	739 (751)	− 1.6
Vancouver	101 (93)	121 (97)	15 (25)	78 (73)	23 (29)	338 (317)	+ 6.6
Vancouver Island	77 (108)	83 (67)	15 (22)	19 (26)	9 (8)	203 (231)	−12.1
Total	834 (863)	631 (496)	80 (106)	156 (148)	65 (67)	1,766 (1,680)	+ 5.1

TABLE IX

Number on Parole by Month — Provincial Summary
Fiscal Year 1985/86 (1984/85)

Month	Number at Beginning	Grants	Transfers In	Revoke	Transfers Out	Completions	Number at End
April	384	74	0	9	6	43	400
May	400	89	0	12	2	79	396
June	396	83	0	9	5	32	433
July	433	71	2	21	7	73	405
August	405	57	1	17	3	66	377
September	377	52	1	8	4	60	358
October	358	62	1	13	1	59	348
November	348	74	0	17	2	41	362
December	362	69	3	13	8	53	360
January	360	67	0	19	7	57	344
February	344	71	0	2	4	35	374
March	374	65	0	16	5	48	370
Total		834	8	156	54	642	

TABLE X

Suspensions by Month and Disposition
Fiscal Year 1985/86 (1984/85)

Month	Suspensions	Disposition		
		Revoke	Reinstate	Other[1]
April	16 (10)	14 (8)	1 (2)	1 (0)
May	17 (15)	12 (11)	4 (3)	1 (1)
June	28 (19)	21 (14)	4 (3)	3 (2)
July	21 (14)	13 (9)	4 (4)	4 (1)
August	17 (17)	13 (11)	2 (5)	2 (1)
September	18 (16)	13 (10)	5 (6)	0 (0)
October	17 (24)	14 (19)	3 (4)	0 (1)
November	19 (24)	18 (17)	1 (5)	0 (2)
December	23 (20)	17 (13)	6 (4)	0 (3)
January	8 (24)	4 (20)	3 (3)	1 (1)
February	14 (12)	10 (7)	3 (2)	1 (3)
March	14 (11)	12 (5)	2 (2)	0 (4)
Total	212 (206)	161 (144)	38 (43)	13 (19)
Percentage		76.0 (69.9)	17.9 (20.9)	6.1 (9.2)

[1] This column includes those transferred out of province and expired under suspension.

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